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ABSTRACT

This paper describes and analyzes general issues and examples of good practice in work-based learning relative to higher education in the United States, and applies them to comparable situations in the United Kingdom. Higher education has re-evaluated work-based learning to respond to changing socioeconomic conditions, such as the needs to increase the workforce by educating disadvantaged groups and to upgrade skills of the existing workforce. The role of the U.S. Federal government and several U.S. organizations in shaping work-based learning is examined. The customized nature of work-based learning to meet the needs of both the company and the company's individual employees is noted, as well as the complexity in the many different types of providers of work-based learning. Components of good practice in work-based learning are specified, followed by discussions of barriers to good practice, employers' concerns about global competitiveness, and funding concerns. Developments in the United Kingdom are outlined, followed by a list of areas where international exchange of information and ideas is needed. Appendices provide a matrix of work-based learning providers and a list of six organizations. (Contains 34 references and footnotes.) (JDD)

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ED 369 316

MIDDLESEX UNIVERSITY

WORK BASED LEARNING AND HIGHER EDUCATION IN THE USA

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Their addresses are given in Appendix 2.

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Derek Portwood
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Preface

Work based learning in the USA is anything but new. Higher education until recently, however, has played little part, except in management and professional areas, in defining, shaping and utilising it.

Changing socio-economic conditions and associated political policies and initiatives have alerted higher education to new opportunities for its intellectual resources in work based learning. Mainly it has engaged in partnership with other key stakeholders to apply these resources more directly to the needs of employers and employees and to make fuller use of them in the workplace. Emphasis has been placed on structuring and recognising learning in the workplace, using the instruments of assessment and accreditation for this purpose. New learning programmes have been developed collaboratively between employers and higher education institutions, often involving trades unions, and have resulted in improving the credentials of various sections of the workforce. Not all workers (potential as well as actual) have benefitted, however, and higher education has had to wrestle with a series of questions: Who gets what? For what purposes? In which way? and, How it is paid for?

This report describes and analyses these developments at a national level. It draws heavily on a range of documents from, and personal discussions with senior staff in major organisations involved in work based learning initiatives.

General issues and examples of good practice in work based learning relative to higher education in the USA are then applied to current comparable situations in the UK. The overall intention is to see what can be learned in the UK from what is happening broadly in work based learning in higher education in the USA.

CHAPTER 1

INTRODUCTION: WHAT'S THE PROBLEM?

1.1 To understand recent developments within higher education in the USA we need to take into account the changing socio-economic conditions under which it operates. Hence, during the economic expansions in the 1980s, higher education was confronted with problems concerned with increasing the workforce. This entailed educating and training previously disadvantaged groups such as women, ethnic minorities and the disabled (1). In the recent recession which has emphasised the need for companies to be highly competitive the stress has been on upgrading and upskilling sections of the workforce. In addition there is a growing group of 'dislocated' employees requiring reskilling for new employment (2).

1.2 These changes exacerbate the tension that higher education has always experienced between balancing the needs of the socially disadvantaged with the specialised demands of employers. The essential problem is that of funding. Higher education, whatever its mission, has to balance its books and this affects the balance of whom its curriculum can be aimed at. Perhaps, more fundamentally, it questions what its curriculum can consist of, and therefore what learning it can recognise and use.

1.3 Higher education in the USA has always used work based learning in certain management and professional areas. It extended this activity when it accredited military personnel for their active service at the end of World War I (3). Further development of this practice occurred with the recognition of experiential learning from the 1970s, particularly through the work of the Council for Adult and Experiential Learning (CAEL) (4). Initially this development concentrated on socially disadvantaged individuals but has increasingly moved into joint ventures with employers.

1.4 Higher education therefore has begun to re-define and re-evaluate work based learning to enable it to cope with the problem of how to respond to changing demands brought about by different socio-economic conditions. In particular it is beginning to see work based learning as a major way in which it can contribute to economic progress (5).

1.5 However, in one sense, while higher education is seeing work based learning as a solution, it is also experiencing it as a problem in its own right. At root, the questions are what kind of relationships between higher education and employers are possible and desirable and how can they be implemented? This involves not only the design and assessment of customised or joint programmes, but also, how to relate to other key stakeholders in the delivery and quality assurance of this activity (6).

In bald terms, the dilemma can be crystallised as "funding versus quality". Is higher education in it simply for the money? More profoundly, it raises at least the following issues:

- frameworks for national qualifications standards to bring order into the plethora of credentials on offer, and to give public confidence in them (7);

- learning infrastructures in the workplace and between the workplace and the campus;

- appropriate assessment and accreditation procedures and techniques (8).

1.6 This report explores these matters. Our intention is to give an overall view. Partly, this is because our information is derived mainly from Federal and national organisational sources. In any case the Federal perspective rather than that of the individual States, is important for such a view. Firstly, this is because progress in addressing some of the issues described above is being made within Federal departments in conjunction with national organisations, and secondly, States naturally tend to address localised expressions of these problems. We recognise of course that there is much to be learned at the State level, especially in terms of transferable good practice and we shall return to this matter in our recommendations.

Hence, we are reporting and reviewing general strategic and practical developments in higher education, rather than specific work based learning institutional initiatives, although the latter are used for illustrative purposes.

1.7 The above analysis of the problem has revealed that it is necessary to examine the role and relationships of key stakeholders in work based learning, to describe what is happening, to review what has been learned by providers and employers from this experience and to examine the implications of this learning. The report concludes with a comparison of USA and UK experiences and makes recommendations for future action.

CHAPTER 2

THE ROLES AND RELATIONSHIPS OF KEY STAKEHOLDERS

2.1 From a work based learning perspective the USA differs from the UK by having a range of important national organisations as well as key government departments. These organisations have historically performed and currently play a crucial role in influencing the shape and definition of work based learning. We will describe each organisation in turn and identify its main contribution to work based learning. Then we will examine the relationships between them and how this is affecting current policies and practices. The Federal Department of Labor is obviously a key stakeholder and it is significant that it has an Office of Work-Based Learning. However, it has worked closely with and relied heavily on the following organisations; CAEL, American Federation for Labor and Congress of Industrial Organisations (AFL-CIO), American Society for Training and Development (ASTD) with its Institute for Workplace Learning and American Council on Education (ACE).

2.2 **Department of Labor, Office of Work-based Learning** was created in January 1990 as a focal point for Labor Department initiatives to improve workforce quality. It has three major programmes and supports development of these through funded initiatives;

- youth apprenticeship aimed at 16-21 year olds who are not planning to attend college and is intended to provide them with vocational skills using work based learning. A similar approach is also being used for 'dislocated workers';

- technical and education assistance for small and medium sized firms to increase investment in human resources;

- develop voluntary, industry-based national skills standards and portable credentials for US workers. This is a co-operative effort between the Department of Labor and the Department of Education. In order to operationalise this Congress has recently approved the creation of a National Skills Standards Board (9).

The OWBL is involved in developing a new model "Credentialing Structured Work-Based Training Programs". This encapsulates the OWBL's definition of work based learning.

2.3 **Council for Adult and Experiential Learning (CAEL)** began in 1974 and is an independent organisation with national and international membership for whom it provides a range of publication, conference and advisory services. It pioneered the assessment and accreditation of experiential learning. Its funding sources include joint venture contracts with businesses, trades unions and government departments. Within these CAEL creates a partnership between employer, union, employees and the education provider. A special feature is the tuition reimbursement programme which is integrated with companies human resource plans, which enable employees to participate in courses without incurring full costs at point of entry (10). It provides a brokerage service to give business managers access to educational, training and retraining resources from a large national network of colleges and universities. An example of their current work is a dissemination programme on workforce education to employers in the Chicago area, valued at $1.5m (11).

2.4 **American Federation of Labor and Congress of Industrial Organisations (AFL-CIO)** is a major organisation of the labour movement which lobbies and advises government and provides a range of services, including education, for its members to improve worker conditions and opportunities. It works closely with the University and College Labor Education Association and the many Centers for Labor Studies throughout the US.

One of its significant achievements was the introduction of the Ford "Nickel Fund Program" which allocated a nickel for each worker hour to training activity. This has now increased to 27c. Currently it is actively involved in working with the Federal government in the development of the proposed National Skills Standards. However, the recurring theme in all the AFL-CIO literature is the crucial importance of "labor-management relationships" to achieve effective job related training.

2.5 **American Society for Training and Development (ASTD), Institute for Workplace Learning** was established in 1944 and claims to be the world's largest professional association in employee training. It seeks to raise public and private sector awareness of employment-based training and produces reports on behalf of government. An outstanding example is The Learning Enterprise (Carnevale and Gainer, 1990) (12). It undertakes research into workplace issues and has its own research centre - the Institute for Workplace Learning. This has recently completed a three-year $1.5m study, funded by the Department of Labor to define best practices in training in six different areas, including basic skills and technical training. A current study is investigating how 1000 US companies are reorganising their work to maximise labour productivity and company performance. The IWL has also established a Benchmarking forum, which is bringing together forty top companies to compare training practices and establish optimal training standards.

2.6 **American Council on Education (ACE)** was founded in 1918 and represents all segments of post secondary education and serves as its national co-ordinating body. Through its Program on Non-Collegiate Sponsored Instruction (PONSI) ACE has developed a means of evaluating corporately based programmes according to established college-level criteria. It conducts on-site examinations of selected programmes which may then become eligible for listing in the National Guide to Educational Credit for Training Programs. It undertakes testing of adults against high school graduation criteria amounting to 800,000 people each year. In its quality assurance role it has produced "Recommendations on Credentialing Educational Accomplishment" (13) and "Principles of Good Practice for Alternative and External Degree Programs for Adults" (14). It is associated with the American College Testing Center for Education and Work which has developed "work keys", which is a system using a variety of methods, instruments and protocols for teaching and assessing employability skills. ACE makes recommendations to government on a range of educational issues; for example, student funding.

2.7 A striking feature of all these organisations is how they pool their resources to research key issues, restructure thinking and practice and influence government. The Department of Labor in particular makes considerable use of the expertise, experience and knowledge of the organisations listed above.

Examples:

- US Department of Labor and ASTD The Learning Enterprise (15);

  This is a key text for understanding the current organisation and structure of training in the USA. It is the result of a two-year research project and is the overall volume of a set of five volumes. Its basic thesis is that job-related education and training in the USA is "critically important to individual opportunity and the competitiveness of the nation's employers".

- CAEL and ACE Adult Degree Programs: Quality Issues, Problem Areas and Action Steps (16);

  This is an important paper on the question of quality of programmes tailored to the needs of working adults. In as far as over 50% of undergraduates are now 25 years and over and higher education has produced many programmes for them, CAEL and ACE are concerned to identify problem areas and to recommend strategies to achieve continuous improvement in quality.

- National Governors' Association, ACE, The College Board and CAEL A More Productive Workforce; challenge for post secondary education and its partners (17);

This is a report of a conference in Little Rock, Arkansas, May 1989. Its theme of a more productive workforce was based on the proposition that "a value-added economy demands higher-order skills of its workers". Its significance was not simply its range of influential sponsors, but rather that the then Governor of Arkansas, Bill Clinton, played a leading part in it and gave the keynote address.

2.8 Obviously, professional associations would be another important stakeholder where qualifications require legal professional recognition, and also in programmes of continuing professional development for qualified practitioners. This is illustrated in a subsequent case study (3.8), but it seems that the professional associations do not influence national policy, strategy and initiatives on a concerted front.

2.9 Work based learning within higher education institutions in the USA must be understood in the context of the roles, research, initiatives and networks of the above organisations, which themselves depend upon developments and delivery by higher education (18). However, it would be misleading to give an impression of harmonious integration. Carnevale and Gainer (1990) characterise the American learning enterprise as "a crazy quilt of institutions and programs that serve varied purposes." (19)

CHAPTER 3

THE TYPE AND RANGE OF PROVISION

3.1 Work based learning is totally in tune with the American value system which stresses individualism and work. In fact it is increasingly perceived as a major means for individual achievement and career progression. Consequently, work based learning has tended to be structured and organised to create opportunities which will facilitate achievement of these objectives (20).

3.2 This organisation of learning, however, is far more complex than simply being directed at individual persons. In as far as the current work based learning of individuals involves both the individual company as well as that company's individual employees it must serve the interests of them both. In that sense, work based learning is always customised. It arises from work experience and is developed to meet the needs of interested parties in that context. From the individual person's point of view this means that work based learning can be customised for them dirctly, usually building on the accreditation of their existing work based learning, or indirectly through a customised company programme. Recent developments in the USA have emphasised this latter version of customisation (21).

3.3 The complexity is further compounded by the many different types of providers, ranging from Federal second-chance programmes and State employer-specific skill training to post-secondary non-collegiate vocational schools, colleges and universities and private business and industry training. [Johnston's (1989) (22) Matrix of Providers is given in Appendix 1.] This creates, both for the individual and the company, many post-secondary options and different types of work based learning for the adult American learner. At the very least this exposes the difficulty of finding out what is available (23).

3.4 A selection of responses from providers are given below. CAEL is used to illustrate collaborative programmes between education and employers facilitated by CAEL. The George Meany Center for Labor Studies provides accreditation of work based learning in its labour study programmes. De Paul University illustrates work based learning in a competence based qualification. Middlesex County College is an instance of a customised programme with an employer.

3.5 **CAEL and Joint Ventures** CAEL has established Joint Ventures Centers which work closely with corporations, state education and economic development agencies, trades unions and education institutions to meet the needs of employers and their employees.

Joint Venture activities include educational and career counselling, preparation for returning to learn and assessment of prior learning gained through life and work experience. An example is a returning to learn programme with Diecrafter's which is a small printing business in the Chicago area. This provides outreach, group and one-to-one advice and pre-paid tuition benefits. Employees are able to pursue a wide variety of programmes from collaborating colleges spanning basic skills to graduate level study (24).

3.6 **George Meany Center for Labor Studies** The Center, as a trade union training provider, offers an extensive range of short courses in many aspects of labour studies, especially for trade union leaders. Some of these are credit-rated and may be used in the College Degree Program with Antioch University. The Center takes into account credit achieved elsewhere and also assesses experiential learning. Studies are organised to take account of work obligations. The Center, in effect, is upskilling trade union officers and staff (25).

3.7 **De Paul University, Chicago** established the School for New Learning in 1972 especially for adult students. These must be at least 24 years old and have work experience which is accredited and used in their studies. This enables them to accelerate their progress to a degree and influences the design of their own programmes.

Currently, the SNL enrols more than 1500 students. The programme itself is a liberal arts degree which is competence based and concentrates on the individual's own personal and career goals. Each student works with a Faculty mentor and a professional adviser to determine competences already achieved through credit transfer or experiential learning and to plan a programme for satisfying the remaining competences. The competence framework covers 50 competence statements which are goal-orientated. Students may fulfill competences by demonstrating previous learning, by taking classes at SNL and other accredited colleges and by undertaking independent projects. Generally students graduate in one to three years on a part-time basis at their own pace (26).

3.8 **Middlesex County College, New Jersey** The College has developed with Ford Motor Company a collaborative associate degree programme for students to prepare to work as technicians in Ford dealerships. Students are selected by the College and approved by the Company which then guarantees them a job after successful completion of the programme. The programme itself consists of studies at college and structured work place learning in the Company. College and Company staff are jointly responsible for the progress of students. The programme has to satisfy general education requirements stipulated by the State of New Jersey and also the technical requirements of the professional engineering body (27).

3.9 These examples indicate the variety of work based learning initiatives currently being undertaken in the USA. In one sense they illustrate the richness of opportunity which work based learning is offering to adult learners in the USA. On the other hand they show that if the range of definition is extended there is further scope for practical application of the concept. However, it is plain that developers and practitioners already appreciate that its practice is highly problematic. The lessons learnt from the above present challenges for future action and change.

CHAPTER 4

THE LESSONS AND THE CHALLENGES FOR PROVIDERS

4.1 Institutional developers and practitioners of work based learning in the USA draw on a considerable history and wide experience of theory and practice. They have come to realise some of the constituents of good practice, but equally, they have become aware of barriers that impede such practice.

4.2 **Constituents of institutional good practice of work based learning**

Drawing on case studies and examples already given, these constituents must include the following:

- status of the learner: students in higher education gained enhanced status when their learning from work and life experiences became recognised. This meant that they had learning on which they could capitalise and it followed that it should be possible for them to have a considerable say in the design of their own programmes which could include work based learning. In short the recognition and use of work based learning has changed the status of higher education students from passive to active learners.

- in-house or external provision: half of all executive

- work based learning partnerships: the fundamental partnership within work based learning is between the student and the provider. However, there is usually not a single provider and, minimally, will involve employer and educational institution. Earlier examples have indicated that sometimes national educational organisations and frequently trades unions will be essential partners.

- learning infrastructure: major components of the learning infrastructure which needs to span the workplace and campus must include information and guidance systems for students, flexible programmes and modes, provision for accreditation of prior and current work based learning, off-campus as well as on-campus provision of structured learning. This entails consierable co-ordination and some degree of integration of staff expertise and learning resources in both places.

- quality assurance: institutions and their programmes must have adequate and regulated quality assurance procedures that are monitored and reviewed by an authorised body. This may be self-regulation but usually will comply with accepted national standards, eg those of ACE. The programmes themselves must be qualitative in the sense of "fitness for purpose" both for the individual learner and sponsoring employer.

This involves ensuring that there is adequate student and employer evaluation.

- cost effectiveness: customisation of provision needs to use new options for delivery in order that it is no more, and preferably less, expensive than traditional methods. Among these options will be joint teaching, mentoring and assessment with appropriate company staff.

4.3 Barriers to institutional good practice

In many ways barriers and problems are inherent in the constituents of good practice. CAEL and ACE (28) in reporting on quality issues and problem areas in respect of adult degree programmes identify the following:

- the relation of programmes with the institutional mission. Clearly this could apply to work based learning initiatives which concentrated solely on specific groups and qualifications eg MBAs for high fee paying managers and neglected access for disadvantaged groups.

- practices which violate the standards of good practice in prior learning assessment programmes, administrative deficiencies in these programmes and insufficient attention to the role of Faculty in the

assessment process. Clearly this raises quality issues, but also, the segregation and marginalisation of work based learning.

- questionable financial management practices and over-zealous marketing to consumers. Apart from ethical issues this raises the problem of regarding work based learning purely as a commercial activity. It neglects the fundamental principle that work based learning partnerships must have an intellectual as well as a commercial basis.

- inadequate support services for adult learners. Can off-campus learning replicate the services and resources of on-campus learning?

More generally of course there is the problem of staff perception and commitment to work based learning, particularly if they doubt its academic validity. Staff development and awareness raising will be crucial.

4.4 A distinctive feature of work based learning from an institutional perspective in the USA is the help that is available from national organisations such as CAEL and ACE in providing guidelines and a range of advisory and support services. These organisations also play an important facilitating role for employers.

CHAPTER 5

THREATS AND OPPORTUNITIES FOR EMPLOYERS

5.1 Employers in the USA are increasingly recognising that global competitivenes is simultaneously their greatest opportunity and threat. Historically they have been market leaders in many products and services but this position is under threat if not already usurped. Strategic planning, cost effectiveness and quality (that most of all) have become their primary aims.

While improvements in their technologies have become an immediate priority, they are rapidly becoming aware that the skills of their employees are vital factors at least for their medium and long term survival and growth. Human resource development and investment in people have consequently emerged as major ways to engage successfully in global competitiveness.

5.2 Ingrained doubts about the usefulness and relevance of education and training and the accompanying cost factors are making employers, especially in small and medium sized companies, approach the possibilities of human resource development cautiously. Size of company often appears to be a decisive factor in how far they are willing to pursue this approach.

Hence, while they may be persuaded that corporate capability is highly desirable, they question if this necessarily involves costly staff development for all their employees. Thus the first question they ask is "Who should get what?" Significantly, this implies who doesn't get training. Amongst those who do not get a proportionate share are women, blacks and hispanics, non-managerial staff and the over 44s and the under 24s (29).

5.3 For more than a decade the paramount concern has been with **executive and management** training. 70% of corporate resources for education and training goes to support managers and executives. (30) Several critical factors have been identified, viz: small or large companies, public or private sector, in-house or external provision;

- small or large companies: the size of company significantly affects quantity, scope and sources of provision of the training of managers. Large companies are more likely to provide international training opportunities for their senior staff, external provision of courses for basic skills and honed, company specific programmes for relevant strategic developments (31).

- public or private sector: while both sectors recruit on the basis of formal educational qualifications there is an increasing tendency for in-house upgrading notably in the public sector.

training involves special programmes developed by universities, professions and highly specialised groups. However, the trend is noticeably towards internal or bought, tailored programmes.

Higher education while still using its qualifications, particularly the MBA, to access this influential and lucrative group, is responding to companies' demands through more flexible schemes such as open programmes, distance learning and especially work based learning.

5.4 Some current developments are beginning to address the training needs of **un- and low-skilled workers** with the provision of basic literacy, language and numeracy training. Several of CAEL's Joint Ventures illustrate this but it is only being achieved when employers are persuaded that it will improve 'the bottom line'. The significant feature of the CAEL approach is to combine learning resources from providers, employers and individuals themselves on a partnership basis.

5.5 Relatively little investment has been made in qualifying and upgrading the linking **supervisory** group. Their training consists almost entirely of non-technical in-house coaching carried out by other supervisory staff. External educational and training resources are rarely used, with only 10% of supervisors receiving training and education for upgrading.

It is possible that the tendency towards flatter organisational structures and team working will change this situation as this group will become vital for company efficiency and growth. (32)

5.6 In all this the attitudes of trades unions and workers are crucial for remedying this imbalance. The message from the literature is that workers have yet to fully realise the significant relation between learning and earning and that it is increasingly possible to access that learning on the job. Clearly the trades unions have a major role, not only in persuading employers to increase and re-allocate resources for education and training, but also to persuade their members to take advantage of them.

5.7 ASTD has identified 'continuous learning' among its standards for competitive success. It has been argued that American industry will remain threatened and not seize its opportunities if it does not take this seriously for all sectors of its employees. (33)

CHAPTER SIX

IMPLICATIONS AND RECOMMENDATIONS

6.1 This analysis of work based learning and higher education in the USA has identified a series of policies, processes, structures and practices which are affecting the development and integration of work based learning in higher education. Funding links all these features.

6.2 On the **policy** front we have addressed only the Federal point of view, and realise that State policies are often the vital factor in local provision and practice. However, it is clear that Federal government is giving a strong lead on encouraging the development of work based learning, partly as a means to counter social disadvantage, but primarily to promote economic progress.

6.3 **Partnership** is clearly the key process. Work based learning is both a source and a result of a range of new or extended partnerships which are intended to achieve the policy objectives given above. Co-operation and collaboration have become important processes to enable full advantage to be taken of the intelligence and resources of government departments, national organisations, trades unions, educational institutions and employers.

Among these relationships, that of the national organisations has been especially productive, not least when they have operated in a brokerage capacity for educational institutions and employers. Also the trades unions, in addition to making substantial provision for their own members, considerably influence training decisions and practice within and outside the workplace.

6.4 The **structure** of higher education incorporates a diversity of institutions including public, private, community colleges and Ivy League universities. This affects the populations, programmes and purposes of the work based learning in which the institutions engage. Consequently the definition of work based learning and the value it is given varies considerably between institutions. However, it seems that whatever the institution, work based learning tends to be regarded as one of its activities rather than being integral to the whole mission, curriculum and practice of the institution.

6.5 **Practices** of work based learning are based fundamentally on the recognition of learning wherever it occurs. This recognition affects design and delivery of programmes, assessment and accreditation of learning, ard availability of and accessibility to qualifications. Even our limited research has revealed a rich collection of imaginative developments with potential for much more.

6.6 **Funding** of work based learning in higher education permeates all of the above. Once more it is a question of who get what. For instance, State policies and provisions in this respect vary considerably with 46 States having legislated for some form of customised training. Also some higher education institutions are in a more powerful position to secure funding from a range of sources, including private as well as public. However, there is an insistent plea from several quarters for employers to recognise the value of investment in training and to contribute more, especially when provision is customised. A similar argument is made that workers themselves should contribute on the grounds that upskilling and qualifications improve their earning capabilities. Tax incentives for individuals and corporations are seen as an effective means to encourage their greater contribution. Nevertheless, there is also a recognition that higher education institutions must produce what is required on a cost effective basis.

6.7 Accepting that there are major historical, cultural, demographical, geographical, legal and political differences between the USA and the UK, there is much to be learned from the USA experience. The outstanding lesson is their use of various forms of partnership. Rarely does any organisation or institution engage in work based learning on its own, but usually works with others to design and deliver initiatives.

An excellent example is the Joint Ventures initiative co-ordinated by CAEL, which incorporates guidance, counselling, assessment of prior learning, programme planning and delivery and involves employers, higher education institutions, trades unions, employees and CAEL itself. From a UK perspective the trades unions are an unusual partner in nearly all work based learning initiatives.

The national organisations are another unusual partner because although in the UK we have bodies such as the FEU and PICKUP they do not wield the political influence and affect practical developments to any similar degree to that of their USA counterparts. One of the striking features of the USA national organisations is the crucial role they play in quality assurance.

6.8 Nonetheless, developments in the UK are in some respects more advanced than in the USA. The most important would be the scope of the work of Employment Department Training Enterprise and Education Directorate (TEED), the existence of National Council for Vocational Qualifications (NCVQ) and its dialogue with higher education and the emergence of new definitions and forms of work based learning (34).

6.9 Some critical areas for USA-UK exchange of information, ideas and practice in work based learning in higher education are:

- partnerships: their initiation, forms and operations;
- funding: who pays for what? work based learning and college budgets;
- quality: what are the criteria, procedures and instruments?
- models and methodologies: the types of programmes, their design, delivery and assessment;
- learning infrastructures: the structures and mechanisms for defining and managing roles and resources both in the workplace and campus and especially between them;
- dissemination: means of disseminating good practice to higher education and employers.

6.10 This report obviously is breaking new ground and consequently our understanding is imperfect. Plainly mutual advantage can be gained from further research. This however should not be at the general level that this report is necessarily confined to. We recommend that study should be undertaken of practical developments at State and institutional levels as specified in 6.9, with a view to establishing transferability of best practice in both directions.

We specially recommend a close examination of the concept and the implementation of partnership in this sphere of activity.

Derek Portwood

Jenny Naish

Middlesex University

August 1993

REFERENCES AND FOOTNOTES

1. Bolick, C & Nestleroth, S (1988) **Opportunity 2000** US Department of Labor, Washington DC, USA.

2. AFL-CIO (1990) **Dislocated workers training programs,** Report No 44, June 1990, Washington DC, USA.

3. Assessment initiatives with the military have been a major source for the development of work based learning in the USA. In 1974 a study was undertaken to determine the feasibililty of making credit recommendations for demonstrated proficiency in military occupational specialities in the US Army. This work has been continued by the American Council on Education. The US government continues to use a large share of its training budget for military personnel.

4. CAEL provides an information pack on its history and its portfolio of programmes, sevices and activities.

5. Pamela Tate, President of CAEL, expounded this theme in her Presidential Address at the CAEL International Conference in Orlando, Florida, November 1992 and reported in **CAEL News**, Winter 1993, Volume 16, Number 1.

6. This is exemplified in CAEL and ACE (1993) **Adult Degree**

Programs, CAEL and ACE, Chicago, USA.

7. Office of Work Based Learning, US Department of Labor, has primary responsibility for this development, and Congress has recently approved the establishment of a National Skills Standards Board, whose purpose is "to stimulate the development and adoption of a voluntary national system of skill standards and certification to serve as a cornerstone of the national strategy to enhance workforce skills".

8. The Center for Adult Learning and Educational Credentials Task Force (1990) **Principles of Good Practice for Alternative and External Degree Programs for Adults** ACE, Washington DC, USA.

9. Van Erden, JD (1989) **Work based learning: training America's workers**, US Department of Labor, Washington DC. USA.

10. Tuition reimbursment programmes are provided by many large companies but tend to be under-utilised by employees. The National Institute for Work and Learning reports that only 3-5% of the eligible workforce uses these programmes. CAEL's Joint Ventures initiative increases the take up by organising tuition reimbursement in advance of starting the course.

11. Reported in **CAEL News** Spring 1993, Volume 16, Number 2.

12. Carnevale, AP & Gainer, LJ (1990) **The Learning Enterprise**, ASTD and US Department of Labor, Washington DC, USA.

13. Task Force on Educational Credit and Credentials (1978) **Recommendations on Credentialing Educational Accomplishment** ACE, Washington DC, USA.

14. The Center for Adult Learning and Educational Credentials Task Force (1990) op cit.

15. Carnevale, AP & Gainer, LJ (1990) op cit.

16. CAEL & ACE (1993) op cit.

17. Conference report on **A More Productive Workforce**, National Governors Association, ACE, The College Board, CAEL, Little Rock, Arkansas, May 1989.

18. CAEL for instance refers to 1474 colleges in respect of the assessment of prior learning.

19. Carnevale, AP & Gainer, LJ (1990) op cit.

20. Eg the emphasis of Bolick, C & Nestleroth, S (1988) op cit.

21. Eg the changing emphasis in CAEL's work illustrated by the development of Joint Ventures.

22. Johnstone (1989) in conference report on **A More Productive Workforce** op cit.

23. CAEL & ACE (1993) op cit.

24. CAEL (1992) **Closing the Skills Gap: New Solutions,** CAEL, Chicago, USA.

25. George Meany Center for Labor Studies 1993-1994 Catalogue.

26. See information pack School of New Learning, De Paul University, Chicago, USA.

27. A parallel to this in the UK would be the IBM programme with the University of Portsmouth.

28. CAEL & ACE (1993) op cit.

29. Carnevale, AP & Gainer, LJ (1990) op cit.

30. Pamela Tate, see 5 above.

31. Article by Golzen, G **Changing face of manager training**, The Sunday Times, 13 June 1993, which instances Motorola in Chicago.

32. Carnevale, AP & Gainer, LJ (1990) op cit.

33. Carnevale, AP (1991) **America and the New Economy**, ASTD, Alexandria, Virginia, USA.

34. Portwood, D (1993) **Work Based Learning: Linking Academic and Vocational Qualifications**, in Journal of Further and Higher Education, Vol 17, No 3, Autumn 1993.

APPENDIX 1

MATRIX OF PROVIDERS

Table 1
MATRIX OF PROVIDERS

POSTSECONDARY

Four-Year Colleges and Universities
Degree-granting institutions that offer traditional courses of study for undergraduates and graduates.

Two-Year Colleges and Degree-Granting Vocational Technical Institutes
Nearly 5 million students (including about 55 percent of all college freshman) enrolled in more than 1,200 community colleges during the 1987-88 school year.

Average student age is 29.

Non-Collegiate Vocational Schools
Proprietary schools, technical technicians and specialized schools offer training in such fields as cosmetology, computers, auto and aircraft mechanics, and truck-driving.

ADULT SECONDARY

High School Carnegie Unit
Adults attend day or evening classes to earn credits.

Offered in 42 states.

General Educational Development (GED)
High School equivalency program of five tests administered by the American Council on Education.

Awards one-sixth of all U.S. high school diplomas - 471,500 in 1988. Offered in 50 states.

External High School Diploma Program
A competency-based high school diploma program that credentials generalized life-skill competencies. Offered in 11 states.

Home Study
Accredited correspondence courses that help adults earn high school credit.
Program offered for high school diplomas in 13 states.

ON-THE-JOB-INSTRUCTION

Private Business and Industry Training
Formal and informal training, usually focused on occupational skills, provided on-site and off.

Apprenticeship
Classroom instruction and hands-on learning or structured on-the job-training. Offered in over 800 trades throughout the country.

Military Training
The armed forces proved a wide range of instruction, from basic recruit training to specialized skill training.

FACILITATING PROGRAMS

Federal second-chance training programs,such as Job Training Partnership Act (JTPA) of 1982, the Economic Dislocation and Worker Adjustment Act (EDWAA), the Job Opportunities and Basic Skills Training (JOBS) program, and the Targeted Jobs Tax Credit.

State programs that support employer-specific skill training, such as Bay State Skills Corporation, the California Employment and Training Panel and the Prairie State 2000 Authority (Illinois).

Labor-management agreements, ranging from apprenticeships to programs that train and re-train active workers (e.g., UAW-Ford, CWA (Communications Workers of America), AT& T, CWA and US West).

Source: Johnston, 1989

APPENDIX 2

WORK BASED LEARNING CONTACT ADDRESSES IN THE USA

Council for Adult and Experiential Learning (CAEL)
223 West Jackson
Suite 510
Chicago 60606
Illinois

phone: (312) 922-5909

School of New Learning
De Paul University
Loop Campus
243 South Wabash
7th Floor
Chicago 60604
Illinois

phone: (312) 362-8001

American Society for Training and Development (ASTD)
Institute for Workplace Learning
1640 King Street

Alexandria 22313-2043

Virginia

phone: (703) 683-8100

American Federation of Labor and Congress of Industrial Organisations (AFL-CIO)

815 Sixteenth Street NW

Washington DC 20006

phone: (202) 637-5143

American Council on Education (ACE)

The Center for Adult Learning and Educational Credentials

One Dupont Circle NW

Washington DC 20036-1193

phone: (202) 939-9475

US Department of Labor

Office of Work-Based Learning

200 Constitution Avenue NW

Room N-4649

Washington DC 20210

phone: (202) 219-6540